

Tennessee's 2001 Update: 2000 - 2002

Statewide Strategy for
Drug Control, Violence
Prevention and Criminal
Justice System
Improvement



Edward Byrne Memorial Grant Program



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1 Executive Summary

The Office of Criminal Justice Programs (OCJP), Tennessee Department of Finance and Administration, submits Tennessee's 2001 Update to the 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. OCJP continues to serve as the State Administrative Agency for the Edward Byrne Memorial Grant Program in Tennessee.

This Update reports no significant changes to the Statewide Multi-year Strategy for 2000-2002. The problems confronted by Tennessee's criminal justice system remain constant. Resource needs and gaps in service by components of the criminal justice system, as reflected in available data, show no significant changes from that reported in our multi-year strategy. Consequently, priority issues and program responses are also holding firm. At the bottom-line, OCJP believes we must "stay the course," and that theme echoes throughout this Update.

And yet, this Update is also about change. Planned, purposeful, and constructive turbulence is the order of the day, as Tennessee moves forward to implement revisions to its strategy development process. Therefore, one of the themes of this Update is OCJP's startup and implementation of changes in our strategy development and strategy updating process. We report planning activities and progress on several fronts in this Update.

OCJP's Strategy Updating and Strategy Development Process

Tennessee's 2001 Update to 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvements represents a system-wide effort to enhance the state's criminal justice system by continuing state and local drug, violent crime and treatment efforts that work. At the same time, we have begun building, implementing, and evaluating a new strategy-updating and strategy-development process – together with Tennessee's criminal justice community. OCJP continues to believe that state and local partnership is the backbone of the strategy development process. This Strategy Update results from numerous efforts to tap into the knowledge, expertise and know-how of practitioners in all components of the criminal justice system at the local and state levels, and with the continued involvement and cooperation of our federal partners.

Tennessee's 2000-2002 Statewide Strategy articulated an ambitious goal: We are revising the Strategic Planning process by "marrying" the comprehensive planning model that the BJA program represents on the one hand, and the fragmented array of local criminal justice agencies on the other. We are applying the three-staged process described in the Strategy to each component of Tennessee's criminal justice system. Since implementation cannot occur all at once, OCJP is tailoring support for each criminal justice system component, based on what works best for them. Our progress report on

implementation startup tasks and activities appears in Chapter 2. We have pursued three types of activity that are essential to this revised planning process:

- ***OCJP and Practitioners Planning Activities:*** Both OCJP staff members and Tennessee's practitioners needed a clear understanding of why the process was being changed, how the change would be brought about, and the roles staff and practitioners would play. We developed resources for disseminating the new model, and began a process of informing our local partners that will continue into the next year.
- ***OCJP Planning Activities:*** We have gathered the groups' work products for future program and strategy development decisions. We have developed our staff's planning skills, even as we analyzed the additional workloads raised by the new process. During 2000 we completed our analysis of these issues, and developed plans to address them. We are now in the process of executing these plans.
- ***Practitioners' Planning Activities:*** We are addressing the planning policies and procedures as they present themselves, and as the practitioners need assistance. For 2001 we have scheduled training for OCJP staff in facilitation skills, planning and data collection models, and automated performance reporting. We are scheduling technical assistance sessions and field visits on performance reporting and outcomes evaluation for Byrne sub-recipients in the areas of victim assistance, drug courts, and correctional treatment. We are also developing an Internet-based method of gathering performance reports from OCJP's Byrne sub-recipients.

A "Prototype" Demonstration of OCJP's Process: OCJP is using a "prototype" for generating input on needs and priorities at the problem identification stage. Under a contract to the Tennessee District Attorneys General Conference and supported by Byrne funds, the American Prosecutors' Research Institute (APRI) is generating planning data through surveys, workload analyses, and "best practices" materials. This approach, expected to be fully under way in 2001, will model the process for developing local needs and gaps data we envisioned in Tennessee's 2000-2002 Statewide Strategy.

In addition to these *systemic* planning processes, several topic-specific advisory groups continue in place, sponsored by OCJP to obtain input to Tennessee's ongoing strategic development and program evaluation processes. These groups include the VOCA Resource Planning Group, the STOP Violence Against Woman Program Planning Group, and the Criminal History Records Improvement Task Force.

What outcomes do we intend to accomplish by continuously improving our planning process? We intend to develop a skilled OCJP staff that is capable of maintaining the system for planning as well as managing grants; a roster of local practitioners who "own" the planning process and generate the data it needs for success; and a logical approach for setting priorities and evaluating outcomes among our funded programs in Tennessee.

Federal Participation

Tennessee looks forward to working with the new administration on matters of common concern regarding program development, operations and planning. As the transition

progresses, we welcome opportunities to define together the details of federal participation. Meanwhile, day-to-day program cooperation will continue as before.

Coordinating Byrne-funded programs with other federally funded programs, particularly those supporting state and local drug abuse treatment, education and prevention, is a requirement of the Statewide Strategy. During this Update period OCJP will continue its coordination in a manner consistent with that described in the Multi-Year Strategy. OCJP will continue to make a concerted effort to coordinate all Department of Justice programs with other federal programs. OCJP administers eleven different Department of Justice programs, one Health and Human Services Program and three state-funded programs. Our attention to coordination helps local agencies understand state priorities and relate state efforts to their own programs and program development.

Nature and Extent of the Problem

This 2001 Update concludes that Tennessee's 2000-2002 Statewide Strategy, including the nature and extent of the problem and resource needs and gaps in service, remains virtually unchanged. Our historic, macro-level data suggest a continuation of previously reported trends. For example, the UCR data show a continued steady decline in overall violent crime rates since 1992. There are (minor) exceptions to these trends, but as we stated in our Strategy, we must be careful not to allow the data to drive the planning process without "filtering" them through the experiences of practitioners who contend with crime on a daily basis.

The improvements we are making to our strategy development process are significant for problem identification. OCJP's process draws heavily on local and state criminal justice practitioners as the primary source of planning knowledge, informed by data such as those we offer in Chapter 3 of this Update.

Resource Needs and Gaps

On the topic of identification of **Resource Needs and Gaps in Service**, the Bureau of Justice Assistance Manual specifies that gaps in services "...should specifically address the resource needs that are most critical to short-term and longer-term improvements in overall operation of each component of the adult criminal justice...system." OCJP's revised strategy update and strategy development process, which we described in Tennessee's Statewide Strategy, identifies the gaps to be closed in Tennessee as a critical output of the problem identification stage.

No major changes are being proposed in this Update to the resource needs and gaps in service we outlined in Tennessee's 2000-2002 Statewide Strategy. Our biggest challenge lies in finding ways to fund new initiatives and projects. The Office of Criminal Justice Programs and the various component organizations within Tennessee's criminal justice system firmly believe that prevention is critical to sustaining a long-term decrease in crime. Consistent with this philosophy, Tennessee will continue to focus a proportion of its federal grant dollars on initiatives designed

to discourage drug experimentation and abuse, to prevent school violence, and to deter involvement in criminal gangs. Another challenge is to integrate our planning and funding with various other agencies such as the Tennessee Department of Education, the Tennessee Department of Children's Services, the Tennessee Commission on Children and Youth, the Tennessee Department of Mental Health and Developmental Disabilities, and the Tennessee Department of Health.

Tennessee's Six Priority Areas and Ten Program Responses

The current array of priorities and program responses will be continued for this Update period. Our current priority issues persist; the success of current projects will continue to be viable milestones for gauging our progress for the immediate future. OCJP and its local practitioner partners will define and refine new strategic thrusts and new essential elements in solicitations for projects this year within our current program descriptions. As OCJP continues to implement our new strategy development and update process we will refine the way Tennessee defines priority issues and develops program responses.

For this Update period Tennessee continues the six state priority areas to respond to Tennessee's needs and gaps in service. These priority areas include Offender Apprehension, Community-Based Services, Court Support, Criminal Justice Records Improvement, Victim Advocacy, and Offender Rehabilitation. These priority areas allow Tennessee to prioritize program development in the areas of prevention, law enforcement, adjudication, corrections and treatment, and information systems and technology improvement. Tennessee will continue its ten program areas to respond to these six state priorities. Under these ten programs Tennessee funds approximately 100-120 individual projects annually. Tennessee's ten programs include: Multi-Jurisdictional Drug and Violent Crime Task Forces, Response to Gang Activities, Community Crime Prevention, Pre-Trial Service Delivery, Special Prosecution Services, Criminal Justice Information Systems, Domestic/Family Violence Training Program, Victim/Witness Programs, Correctional Treatment and Prison/Jail Industries. OCJP's Criminal Justice Executive Advisory Committee has approved the current array of priorities and program responses.

Evaluation

Our 2000-2002 Strategy described OCJP's evaluation design, which assumes that we manage state criminal justice programs best by evaluating local *project* performance. That is, the Byrne programs' success depends primarily on how well local projects meet local needs. To determine success, OCJP is building a "grassroots" system for ongoing evaluation. That system will depend on funded projects operating from self-interest to delineate their intended results clearly, to gather performance data routinely throughout project implementation, to use it for internal improvements and to report it for OCJP analysis. We are measuring performance and impact in two ways: by supporting an *external* evaluation of our most critical program, and by *building the capacity* of Byrne projects to collect their own performance data and report their project outcomes.

External Evaluation: The Multi-Jurisdictional Drug and Violent Crime Task Force Program is Tennessee's largest Byrne program, encompassing more than 35 percent of Tennessee's Byrne-grant funded projects. It has been OCJP's most immediate evaluation priority. An independent contractor has recently finished a major evaluation of the program, conducted under contract to OCJP. This evaluation effort assures that a huge portion of OCJP's Byrne grants have been subject to rigorous evaluation in 2000 - 2001. The evaluation identified opportunities for fine-tuning project design and future MJTF implementation. OCJP's next task is to obtain reactions to these recommendations from the task forces themselves, and move forward in implementation of recommendations.

Capacity Building for Performance Reporting and Outcome Evaluation: Ideally, evaluation should be built in from the beginning of a planning cycle. As new program initiatives are undertaken in Tennessee that will occur. But for now, OCJP is enhancing the evaluation cycle in mid-stream – by ensuring that existing sub-recipients are capable of identifying their important performance outputs and intended results, and that they are capturing and reporting data to OCJP. We began this intervention by assisting victim services sub-grantees to understand and develop logic models for their projects. OCJP is using that experience as a model process; we are applying it to a select group of Byrne sub-recipients (i.e., drug court projects, correctional treatment projects, and prosecutors' victim assistance projects). We are establishing OCJP's position on reporting evaluation data now, among existing sub-recipients, so that we can insist on it later with applicants for new programs.

OCJP has been advising potential applicants that we will be requiring future Byrne applications – where new money is available, and in program areas where performance outputs are measurable (e.g., offender rehab and treatment, apprehension) – to provide clear descriptions of the proposed project's purpose and intended results. In order to help potential sub-recipients become ready to meet these requirements in 2002, OCJP is using the 2000-01 project year to phase in technical assistance for Byrne sub-recipients in the design of proper logic models and the collection of evaluative data. We are concentrating on performance measures and outcomes.

These sessions not only are helping the sub-recipients clarify their logic models, they are also helping OCJP define appropriate and acceptable performance measures for projects. That, in turn, will help us prepare logic-model program designs and evaluation-oriented solicitations for future planning and award cycles. Those solicitations will require sub-recipients to report performance data on preset measures to OCJP by the annual reporting period ending the 2002 project year.

2 The Strategy Development Process

The Office of Criminal Justice Programs (OCJP), Tennessee Department of Finance and Administration, submits Tennessee's 2001 Update to the 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. We have begun building, implementing, and evaluating a new strategy-updating and strategy-development process – together with Tennessee's criminal justice community and others.

This Strategy Update reports for a period of time when we detect no significant change in Tennessee's array of criminal justice system problems. Therefore, Tennessee's Statewide Multi-Year Strategy for 2000-2002 is free of shifting priorities. We are initiating no new programs this year. During this interlude Tennessee OCJP is implementing our revised strategy development process. This Update reports on our progress in starting up and implementing changes to our strategy-development and strategy-updating process.

The Criminal Justice System in Tennessee

The Tennessee criminal justice system continues to be organized and operate as described in the 2000-2002 Statewide Strategy.

State and Local Participation in Strategy Development

OCJP believes that state-local participation is the backbone of the strategy development process. The 2000-2002 Strategy was the result of numerous efforts to tap into the knowledge, expertise and know-how of practitioners in all components of the criminal justice system at the local and state levels. OCJP has continued to pursue local participation because local practitioners provide the best information on the meaning of trends and events, as we refine our understanding of Tennessee's system problems, gaps, and priorities. OCJP will need local participation for future planning cycles, and we are using 2001 to build that base.

Problem Identification, Resource Needs and Gaps

As indicated in the 2000-2002 Strategy, OCJP has developed several ongoing processes for obtaining the input of state and local officials in identifying resource needs, gaps in services, and establishing priorities for funding. OCJP continues to maintain regular and frequent contact with the Tennessee associations and professional organizations representing various components of the criminal justice system. Within the last year, OCJP staff discussed funding opportunities for existing program areas and solicited needs information from several components within the Tennessee criminal justice system,

including the Tennessee District Attorneys' General Conference, the Tennessee Public Defender's Conference, the Police Chief's Association, the Sheriff's Association, the Tennessee Association of Legal Services, and the Tennessee Association of Child Advocacy Centers. Based on recommendations provided in a Byrne-funded Family Court Feasibility Study, and in concert with representatives from state, regional, and local agencies, OCJP developed a concept paper for implementing an integrated service delivery system for Tennessee victims of child abuse and domestic violence. The concept paper will hopefully serve as a guideline for the establishment of a pilot site for integrating the delivery of services to families experiencing both spousal and child abuse.

OCJP also participated in multi-disciplinary task force meetings designed to identify the needs of mentally ill offenders in Tennessee. Recommendations made by the Task Force served as a basis for the identification of one of the five focus areas for soliciting new applications during the 2000-2001 Byrne application cycle. OCJP continued to participate as a member of the advisory board of the Statistical Analysis Center (SAC), in order to help determine areas where research in criminal justice will be conducted. OCJP staff also participated in monthly meetings with the Victims' Services Committee and participated in quarterly meetings of the Multi-Jurisdictional Drug and Violence Crime Task Forces, the Police Chiefs' Association, and the Sheriff's Association to identify needs and gaps in service delivery.

Additionally, OCJP convened periodic meetings with various advisory groups, such as the VOCA Resource Planning Group, the Stop Violence Against Women Program Planning Group, and Criminal Justice Records Task Force to secure recommendations regarding resource needs and gaps in services and identify priority areas for funding. There were several ad hoc groups conducted during the past year that also helped identify resource needs and gaps in service and make recommendations regarding priority areas for funding. For example, OCJP participated with victims' rights advocates in a number of activities for improved victim awareness. OCJP also sponsored and participated in a Victim Advocacy Conference, known as "Three Days in May." OCJP participated in a series of legislative hearings that solicited information on additional legislation to ensure implementation of the Victim's Bill of Rights. The STOP Executive Advisory Committee met in September 2000 to discuss the STOP Implementation Plan. At that time, the OCJP briefed STOP sub-recipients on OCJP's three-stage Strategy Implementation process.

During the past fiscal year, the Office of Criminal Justice Programs participated in several other conferences or meetings where the needs of the criminal justice system were discussed. These conferences/meetings included the Tennessee Teen Court Conference, a specialized conference to address the issue of gang-related crime, and a meeting of the Tennessee Narcotics Officers Association.

Priority Issues

Based on input received from various components within the criminal justice system and an analysis of updated national and Tennessee crime data, OCJP developed designated "focus areas" for the 2000/2001 Byrne grant solicitation period. Focus areas identified during the past fiscal year included pre-trial service delivery, special prosecution programs, community-

based intervention services, offender rehabilitation, and criminal history records technology. OCJP used a review committee composed of professional peers with appropriate areas of expertise to review grant applications and make recommendations regarding projects selected for funding.

Evaluation

As indicated in the 2000 Annual Report, the Office of Criminal Justice Programs incorporates a multi-faceted paradigm for evaluating the success of programs funded through the Edward Byrne Memorial Grant. This paradigm includes the submission, review, and evaluation of sub-grantee semi-annual and annual reports, objective financial and programmatic monitoring obtained from the Office of Program Accountability Review (PAR) within the Department of Finance and Administration, regular phone contacts, and periodic site visits conducted by OCJP program managers. Additionally, many Byrne project directors complete or subcontract for internal, project-specific process and outcomes research to assess the effectiveness of their project models. Within the last fiscal year, the Shelby County Drug Court, the Blount County Drug Court, and the Davidson County Drug Court completed such evaluations.

Additionally, the Office of Criminal Justice Systems recently completed a series of technical assistance sessions for VOCA and STOP sub-recipients designed to build internal evaluation capacity. Within the 2000-2001 fiscal year, this training model will be implemented with a pilot group of Byrne sub-grantees

A major accomplishment this past fiscal year was the completion of the independent impact evaluation that was conducted for the Tennessee Multi-Jurisdictional Drug and Violent Crime Task Forces. This evaluation, secured through a BJA Evaluation Partnership Grant, will establish a set of measures that will become standardized over the years in measuring the effectiveness of Task Force operations.

Coordination with Federal and Federally-Funded Programs

Tennessee looks forward to working with the new federal administration on matters of common concern regarding program development, operation and planning. OCJP's many federal programs place it in a good position to coordinate Byrne-funded programs with other federally funded programs, particularly those supporting state and local drug abuse treatment, education and prevention. This coordination helps us achieve important objectives not always possible with just one source of funding. This coordination extends to programs as diverse as the Local Law Enforcement Block Grants, the Stop Violence against Women Program, the Residential Substance Abuse Treatment Program for State Prisoners (RSAT) Grant, and the Criminal History Records Improvement Program. Tennessee's continued support for National Drug Control Policy objectives is accomplished in part because of the availability of a multi-faceted enforcement-treatment strategy supported under OCJP's umbrella. OCJP will not deviate from last year's Strategy with regard to coordinating diverse federal programs in Tennessee.

Within the past fiscal year, OCJP has used collaborative funding with STOP, VOCA and Byrne grants to develop a comprehensive system of service delivery for victims of

domestic violence. Additionally, the Byrne grant has been used to develop components of substance abuse treatment that will provide for a continuum of care for offenders released from RSAT funded drug treatment programs. Combined monies from state appropriations, the Byrne grant, and the National Criminal History Improvement Program (NCHIP) grant have been used to facilitate improved systems of criminal history data collection and reporting.

As part of the ongoing process to improve and coordinate the services provided to the criminal justice system, the Department of Defense (DOD) excess property program formerly managed by OCJP was transferred to the Tennessee Department of General Services effective May 2000. The transfer of this program made it possible to provide better services to the law enforcement community in Tennessee. The Tennessee General Services surplus property program is very similar to the DOD program; transferring it allowed for seamless delivery of both services throughout the state. OCJP also benefited from the transfer, as valuable staff time could be redirected to support the planning and grants administration functions of the Office.

Statewide Executive Criminal Justice Advisory Committee

The Advisory Committee is a large body, which complies fully with the BJA guidance on composition: its membership includes representatives of state, local, and federal criminal justice agencies, as well as organizations that work with these agencies and with the victims and communities that they serve. The advisory committee normally meets several times a year. A special meeting maybe called by the chair, with the approval of the director. The director also appoints from the membership of the advisory committee an executive committee, made up of no more than seven members appointed for a one-year term. The chair of the advisory committee also serves as chair of the executive committee.

The advisory committee and executive committee are encouraged to generate project concepts open to exploration though the issue/program team mechanism. These ideas can, and often will, become the basis for a development of a new program or modification of an existing one. It is precisely the role of both the advisory committee and the executive committee to make these program-level recommendations. However, final decisions to fund or not fund individual projects covered under an existing BJA-approved program remain the responsibility of OCJP.

Implementation of the Revised Strategy-Update and Strategy-Development Process

Tennessee's 2000-2002 Statewide Strategy contains an ambitious goal of revising the Strategic Planning process by seeking to "marry" the logical and comprehensive planning model that the BJA program represents on the one hand, and the fragmented array of local criminal justice agencies on the other. Below we provide a brief progress report on implementation startup tasks and activities, both internal and external, which are essential to our revised planning process. We close with an example of how OCJP helped the

Tennessee District Attorneys General Conference to “buy” from the American Prosecutors Research Institute the production of some of the DAG Conference’s strategy development tasks. We believe this approach offers a prototype that OCJP may make available for other components of Tennessee’s criminal justice system.

Startup Activities for Revised Strategy Development Process

The total process we are implementing consists of the three stages we reported in the 2000-2002 Strategy. We are applying the overall process and the stages to each component of the criminal justice system. Yet, implementation of all facets of the revised strategy development process cannot occur simultaneously. OCJP is tailoring support for each criminal justice system component, based on what works best for them. Different problems and priorities dictate that the planning work must proceed in different stages of the process for each component. Nor do the components necessarily move through the three stages sequentially, at similar paces. In fact, most groups stand to benefit most from allowing the others to “go first,” and OCJP does best to accommodate this sequencing.

OCJP’s main planning role is to maintain momentum as we pursue the Strategy development process. That task includes revising the process to improve its effectiveness or efficiency, or to reflect shifts in federal policy. OCJP has to perform the myriad tasks and activities associated with startup, implementation, operation and maintenance of the new process, even while we perform our contract management responsibilities to BJA and our other federal funding agencies. Our choices for getting the planning done are either to “make it” ourselves using OCJP staff and donated help from Tennessee’s practitioners, or to “buy it” through contracts with vendors. Our startup and implementation has employed some of each: OCJP uses its own staff; practitioner volunteers are an indispensable source of person-power; and we are using contractors to perform other tasks.

OCJP and Practitioners Planning Activities: Both OCJP staff members and Tennessee’s practitioners needed a clear and simple understanding of how the process was being changed, why the change was important, how the change would be brought about, and clarity regarding roles staff and practitioners were expected to play. To accomplish these objectives we developed tools and resources for disseminating the new model – including talking points, answers to frequently asked questions, and information about basic planning steps, and schedules for meetings.

OCJP Planning Activities: OCJP has had to deal with several startup and implementation issues: For example, we developed a list of key planning events, with timeframes for orienting practitioners to the new process. We have had to manage and facilitate practitioner participation, and we have had to gather the groups’ work products for future program and strategy development decisions. We have had to contend with developing our staff’s planning skills and their ongoing grants management workloads even as we developed an awareness and appreciation for the additional loads raised by the new process. During 2000 we have completed our analysis of these issues, developed plans to address them, and are in the process of executing these plans.

Practitioners' Planning Activities: We provide a basic orientation to the leadership and members of each component criminal justice association, which includes information about roles, next steps, and lead and contact people. Beyond the basics, however, we believe adults learn best and most rapidly when learning is coupled with a need to learn and the occasion and opportunity to couple learning with doing. Therefore, we address the planning policies, procedures and details about each stage of the process when they present themselves, and as the practitioners need assistance.

A Prototype for Problem Identification – Tennessee District Attorneys' General Conference Uses the American Prosecutors Research Institute (APRI) to Identify Needs and Priorities

Among the three stages of the revised strategy development process, the part of the process most difficult for practitioner associations to produce is the development of fact-based planning inputs – such as practitioner surveys, analyses of workload, and information on “best practices.” Because these are difficult tasks practitioner groups are least likely to produce them, left alone. Still, when these inputs can be introduced to the “walk-around-knowledge” of practitioners, the potential exists to add real value to OCJP’s problem identification stage. As the first stage of the process, good data on problems brings the process to life.

The Tennessee District Attorneys’ General Conference contracted with the American Prosecutors Research Institute. This contract, made possible under a Byrne grant by OCJP, provides both the DAG Conference and OCJP with a great opportunity. It offers to test for us a prototype for accomplishing the tasks and outputs critical to the success of the revised strategy development process. (See, pp. 65-70, Tennessee’s 2000-2002 Statewide Strategy.)

APRI is performing several key tasks for the District Attorneys’ General Conference that fulfills its role in planning. APRI will produce surveys, poll national criminal justice organizations, assess national training programs, analyze trends and projections, and make contacts with the academic research community – all under contract to OCJP’s partner association, the DAGC.

Surveys: Each DAG office will be asked to provide information regarding its long range substantive issues and directions; office programming (e.g., drug task force, victim witness initiatives) and program components. DAGs will describe office automation (use and extent of computers, electronic forms, access to databases, shared databases) and budgets under “useable categories” (e.g., personnel, benefits, office supplies) that correspond with state budget categories to the extent practical. They will describe personnel classifications and staffing patterns; staff salaries and sources (e.g., state funding, county funding, grant funding); and retirement plans. The results will build OCJP a “radar screen” for detecting key *problems and issues*.

APRI will also survey District Attorneys’ offices in the seven states contiguous to Tennessee, plus Florida and Louisiana. In essence, the survey administered to District Attorneys’ General offices in Tennessee will also be administered to the other southeastern states. Standardizing the instrument and definitions will allow APRI and

TDAGC to make valid comparisons among jurisdictions in certain circumstances. APRI will analyze data using categorical tests, analysis of variance, means testing, and other methods as appropriate.

Trends and Projection: APRI will work with TDAGC on implementation of a weighted caseload study. APRI will develop a plan for implementation, including frequency of formulae updates and “model loading.” To develop the plan, APRI will clarify General Sessions Court data with the Administrative Office of the Courts staff, General Sessions staff, and Comptroller staff. Once those particular data are clarified, APRI staff will collect additional annual data of similar nature for use with historical data already in its possession for a trend analysis of annual dispositions, to ensure resource needs can be projected more accurately. This is precisely the kind of “drilling down” BJA envisions as it relates to “resource needs and gaps,” where the Bureau of Justice Assistance Manual specifies that gaps in services “...should specifically address the resource needs that are most critical to short-term and longer-term improvements in overall operation of each component of the adult criminal justice...system.” Identifying what gaps need to be closed in Tennessee is a critical output of the problem identification process and of OCJP’s revised strategy update and strategy development process as spelled out in Tennessee’s multi-year (2000-2002) statewide strategy. APRI’s proposed work is a prototype for advancing this aspect of the process to the other groups.

3 Statement of the Problem

This 2001 Update of Tennessee's 2000-2002 Statewide Strategy Statement of the Problem, including the nature and extent of the problem and resource needs and gaps in service, remains virtually unchanged. This is especially true of historic macro-level data. As we stated in the 2000-2002 Strategy, we must be careful not to allow the data to drive the planning process without "filtering" information through the experiences of practitioners who contend with crime on a daily basis. Our strategy development process uses these types of data to "feed" the problem identification stages. The improvements we are making to our strategy development process are significant in the problem identification stage of the process. We discuss the steps we are taking to analyze changes in the nature and extent of problems and shifts in resource needs and gaps. OCJP's process draws heavily on local and state criminal justice practitioners as the primary source of planning knowledge, informed by data such as those offered in this chapter.

Nature and Extent of the Problem in Tennessee

Tennessee's description of the nature and extent of problems associated with drugs, serious, violent crime and criminal justice system improvements, as presented in the Statewide Strategy remain constant and valid as this update is written. The data suggest that three trends are at work in Tennessee:

- Tennessee's overall violent and drug-related crime rates per 100,000 continue to be among the nation's highest, like other Southern states, but they are in fact *declining*;
- The rates of homicide, aggravated assault, rape and robbery are also declining;
- Drug arrests in Tennessee held steady from 1998 to 1999, from 15,962 in 1998 to 15,283 in the 1999 UCR.

Uniform Crime Data on Tennessee Violent Crime

The Uniform Crime Report for 1999 indicated that overall violent crime rates in the South and the United States have shown similar rates of steady decline since 1992. The decline continued in the Uniform Crime Report 2000 in Tennessee but it slowed to 2.8%, less than the South as well as the whole United States. The 1998 decline in homicides in Tennessee has been followed by a 5.8% decline in 1999. This rate of decline surpassed that of the South and the United States. The incidence of rape in Tennessee declined by 3.8% in 1999. For 1999, robberies in Tennessee continued a precipitous decline statewide dropping another 11%. The incidence of aggravated assaults rose slightly in Tennessee in 1999 (up 9/10th of 1%) with the rate moving from 483 to 487 per 100,000.

Recent trends in homicides reported by Tennessee's major cities are mixed. The homicide rate increased by 50% in Knoxville, by 2% in Memphis and by 28% in Jackson. Nashville and Chattanooga both experienced a decline in the incidence of homicide (32% in Nashville and 18% in Chattanooga). Four cities (Jackson, Chattanooga, Memphis, and Knoxville) evidenced continued declines in robbery rates (15%, 3%, 12%, and 12% respectively). The city of Knoxville did, however, experience an increase of 26% in the incidence of simple assault, with a 9% decline in the rate of aggravated assault. The rate of aggravated assaults in Memphis remained virtually unchanged while the incidence of aggravated assault rose in Nashville by 3%, in Chattanooga by 4%, and in Jackson by 33%. The number of arrests for drug violations in Tennessee showed a slight decrease in 1999 falling from 15,962 in 1998 to 15,283 in 1999.

Drug Production, Sales and Use Data

Information obtained from Tennessee's Multi Jurisdictional Drug and Violent Crime Task Forces and the Tennessee Bureau of Investigation (TBI) indicated no significant changes occurred in patterns of illicit drug production and traffic in Tennessee during 1999-2000.

Corrections Populations as another Drug Crime-Related Problem

Information obtained for the Fiscal Year 1999-2000 Annual Report prepared by the Tennessee Department of Correction indicates no substantial change in the demographics or characteristics of the Tennessee inmate population. Although the inmate population is still predominantly male (88.9%) female admissions accounted for 11.1% of new felony admissions to the prison system in the 1999-2000 fiscal year. Random drug screens conducted by the Tennessee Department of Correction yielded positive results for 6.8% of the population tested. Individuals sentenced to the Tennessee Department of Correction specifically on drug related charges constituted approximately 23% of new admissions in Fiscal Year 1999-2000. Within the 23% of offenders sentenced to the Tennessee Department of Correction on drug related charges, approximately 17% involved the sale or distribution of cocaine.

Other Problems and Issues

The Mentally Ill in Jails: As reported in Tennessee's 2000-2002 Strategy, there is a alarming number of mentally ill individuals who come into conflict with the law and who are subsequently adjudicated and incarcerated in Tennessee's criminal justice system. TennCare, a privatized managed care model of service delivery, was continued in 1999-2000 as Tennessee's primary method of providing both medical and mental health services to Tennessee's Medicaid eligible individuals. Most of the mentally ill individuals coming into conflict with the criminal justice system in Tennessee continue to be eligible for services provided through the TennCare system. While TennCare has adequately addressed the medical and mental health care needs of many Tennesseans, the specialized needs of the mentally ill offender continue to be an area of concern.

Information regarding the prevalence and status of mentally ill offenders was compiled by the TennCare Partners Roundtable and was reported in Tennessee's 2000-2002 Strategy. The findings reported by this committee remain valid and continue to guide the Office of Criminal Justice Programs as it seeks to address the needs of this underserved, specialized population.

The Office of Criminal Justice Programs specifically targeted projects to divert mentally ill/dually-diagnosed offenders from incarceration or to provide aftercare services to offenders released from incarceration into the community as a focus area in soliciting Byrne applications during the 2000-2001 application cycle. A total of three projects were proposed within this focus area, all of which were selected for funding. One funded project resulted in the establishment of the Tennessee's first Mental Court located in the Metropolitan Davidson County (Nashville) area. A second project funded services provided by the Metropolitan Davidson County Public Defender's Office that are designed to augment and work in conjunction with the newly established Mental Health Court. A third project funded a specialized mental health case tracking system in the Memphis Tennessee area.

The Office of Criminal Justice Programs plans to encourage the proposal of additional projects designed to serve this specialized population during its upcoming grant solicitation period in the spring of 2001.

Special Populations in Corrections: Available data from the Tennessee Department of Correction (TDOC) suggests that the prevalence and needs of specialized segments of incarcerated individuals in Tennessee's prison system essentially remained unchanged in fiscal year 1999-2000. There continues to be a strong need for an increase of services to the female population. The rising cost of providing adequate health care services to incarcerated individuals continues to be a primary area of concern. The term "prison health care" encompasses a broad spectrum of services in the Tennessee Department of Correction ranging from residential substance abuse treatment programs to highly specialized medical care for offenders who are HIV positive or who have needs associated with geriatric care.

At the request of the Tennessee Department of Correction, the Office of Criminal Justice Programs concentrated its efforts during the past fiscal year on male and female offenders who have substance abuse treatment needs. Working in conjunction with TDOC, the Office of Criminal Justice Programs redistributed services currently provided to offenders through the Residential Substance Abuse Treatment (RSAT) grant to allow the delivery of substance abuse services to a proportion of male offenders within TDOC who were previously not receiving services. Additionally, the Office of Criminal Justice Programs initiated with TDOC a new sub-grant designed to provide intensive step-down and aftercare services to offenders currently served by the RSAT grant. This new Byrne-funded initiative will allow TDOC to pattern its substance abuse treatment program after the highly acclaimed Key-Crest program model currently being implemented in the State of Delaware.

The Office of Criminal Justice Programs will work with the Commissioner of the Tennessee Department of Correction (TDOC) to identify and address as many of the priority needs of the TDOC specialized populations as feasible during the upcoming funding cycle. Although focus areas for funding have not yet been identified by TDOC, it is anticipated that there will be a continued request for additional funding in the area of substance abuse treatment.

Victims Bill of Rights: In support of the Victims Bill of Rights, the Office of Criminal Justice Programs provided during this reporting period approximately \$854,000 in continuation funds to support the victim witness program administered by the Office of the District Attorney General. The allocation of these funds provided for the continuation of approximately thirty-seven (37) victim witness coordinators employed throughout the State of Tennessee. As stated in Tennessee's 2000 Byrne Annual Report, the collaborative funding of victim witness coordinators through the Edward Byrne grant, STOP Violence Against Women (VAWA) grant, and state-appropriated funds enabled Tennessee to approximate the ratio of one (1) Victim/Witness Coordinator to every three (3) Assistant Attorneys General statewide as recommended by the National Organization of Victims Advocacy Network (NOVA).

Challenges facing the District Attorneys General Conference and the Office of Criminal Justice Programs during the next funding cycle include the development and standardization of clearly defined "logic models" from which the effectiveness and efficiency of the Victim Witness Program can be accurately measured. Additionally, the issue of victim notification of offender status remains a controversial problem with many systems needing integration and unification in order for victims to appropriately be advised of offender status in a timely manner. The Office of Criminal Justice Programs will continue to work with all involved agencies to address these challenges of meeting the needs of victims within the limitations of the state's budget and legislation.

Methamphetamine: As with most southern states, the prevalence and proliferation of methamphetamine remains a critical area of concern for Tennessee. The Office of Criminal Justice Programs addressed this need during the update period through continuation of more than three million dollars (\$3,000,000) in funding to support the activities of Tennessee's twenty-five (25) Multi-Jurisdictional Drug and Violent Crime Task Forces. Working in conjunction with a specialized unit within the Tennessee Bureau of Investigation (TBI) and the Tennessee Department of Safety, the Drug Task Forces seized approximately 3,400 grams of methamphetamine in the state's 1999-2000 fiscal year.

The Office of Criminal Justice Programs recently completed an independent process evaluation of Task Force operations. This evaluation will serve as the basis for developing models and systems to enable the Task Forces to implement a more cohesive and comprehensive approach to locating and eradicating illegal drugs and prosecuting those who are responsible for their dissemination and proliferation.

During the upcoming months, the Office of Criminal Justice Programs will be working with the District Attorneys General Conference to discuss the results of the evaluation and to determine the best course of action for making Task Force operations even more effective. Among the possibilities discussed will be the employment with the District Attorney's Conference, of a statewide coordinator of Task Force Operations whose function would be to implement consistently sound methods and models of operation for regional Task Forces while still taking into account the unique needs of each judicial district.

Gangs: As reported in Tennessee's 2000-2002 Strategy, available data from the Tennessee Bureau of Investigation (TBI), based on a survey conducted in 1999, indicated the presence of hundreds of organized gangs within the State of Tennessee. Crimes associated with gang activity range from simple acts of vandalism to life-threatening aggravated assaults. The known incidence of gang membership and gang-related crimes remained constant in Tennessee during the first year of the 2000-2002 Strategy based on information received from the Tennessee Bureau of Investigation and Tennessee's Multi-Jurisdictional Drug and Violent Crime Task Forces.

The Office of Criminal Justice Programs continues to believe that grass-roots prevention of gang involvement is the key to long-term success in combating gang-related problems in Tennessee. Consistent with this perspective, two community crime prevention projects designed to discourage youth from gang involvement were funded during the past fiscal year. Additionally, a continuation grant issued to the Tennessee Bureau of Investigation (TBI) provided staff to facilitate better communication between local law enforcement agencies and TBI for the sharing of information regarding gangs and gang-related activities.

During the upcoming months, the Office of Criminal Justice Programs will work in conjunction with the Tennessee Bureau of Investigation (TBI), the District Attorneys General Conference and the Multi-Jurisdictional Drug and Violent Crime Task Forces to identify areas where improvements continue to be needed and in identifying the types of projects that could best address unmet needs.

Areas of Greatest Need

As identified in Tennessee's 2000-2002 Strategy, the Office of Criminal Justice Programs has incorporated several components within its process for integrating criminal justice planning, soliciting applications for funding, reviewing applications for funding, and issuing grant awards that ensure areas of greatest need are met.

Much information regarding the identification of priority needs occurs on an ongoing basis through both formal meetings and informal dialogue between the Office of Criminal Justice Programs and the indigenous components that constitute the criminal justice system in Tennessee. Staff members from the Office of Criminal Justice Programs attend regularly scheduled meetings of component organizations such as the District Attorney General's Conference, the Public Defender's Conference, the Police Chief's Association, and the Sheriff's Association throughout the year. Additionally, program managers and the Director of the Office of Criminal

Justice Programs maintain regular phone contact and conduct periodic meetings with key individuals within the various component organizations. Through formal meetings and informal communication, the Office of Criminal Justice Programs becomes keenly aware of areas where services or intervention are lacking and where new initiatives need to be focused.

Based on information provided by various components within the criminal justice system, the Office of Criminal Justice Programs identifies “focus areas” within selected programs when applications for new projects are solicited each year. Upon receipt of applications, a peer review panel, composed of individuals with relevant areas of expertise, review and rate submitted applications to ensure that only quality proposals that are consistent with identified needs are selected for funding.

Resource Needs and Gaps

Available data from the 2000 Uniform Crime Report, the Tennessee Department of Correction, the Multi-Jurisdictional Drug and Violence Crime Task Forces, and various component organizations within the Tennessee criminal justice system indicate there are no major changes to the resource needs and gaps in service identified in Tennessee’s 2000-2002 Strategy. Our biggest challenge is finding ways to fund new initiatives and projects. As indicated in the 2000-2002 Strategy, the needs of the criminal justice system in Tennessee are many and diverse and one of our biggest challenges each year is to determine how we can best target available dollars to maximize benefits received in the state’s comprehensive criminal justice system.

The Office of Criminal Justice Programs and the various component organizations within Tennessee’s criminal justice system firmly believe that prevention is critical and central to a long-term decrease in crime, and in fact, is our only hope of making marked reduction in crime a reality. Consistent with this philosophy, Tennessee has continued and will continue to focus a proportion of its federal grant dollars to initiatives designed to discourage drug experimentation and abuse, prevent school violence, and deter involvement in criminal gangs. Our challenge is to integrate our planning and funding with various other agencies such as the Tennessee Department of Education, the Tennessee Department of Children’s Services, the Tennessee Commission on Children and Youth, the Tennessee Department of Mental Health and Developmental Disabilities, and the Tennessee Department of Health so that integrated planning occurs and maximum benefits of federal and state dollars are realized.

Within the area of law enforcement, the Office of Criminal Justice Programs has continued its support of twenty-five Multi-Jurisdictional Drug and Violent Crime Task Forces and will continue support of undercover drug operations. Utilizing results of the recent Task Force process/impact evaluation, input from the District Attorneys General Conference, and directors of regional Task Force operations, the

Office of Criminal Justice Program will use this research as the cornerstone for improving the effectiveness and efficiency of Task Force operations. Additionally, this information will be used to develop models and methods of operation that will enhance the operation of current Task Force efforts and enable regional Task Forces to more accurately assess the ultimate impact of project activities.

Tennessee will continue to focus on the needs of victims in the criminal justice system and the multi-faceted needs of mentally ill and dual diagnosed individuals who are adjudicated and incarcerated in the state's jails and prisons. The above two components represent some of the more "vulnerable" individuals with which criminal justice systems interact and their needs must not be overlooked in our zeal to apprehend and prosecute those involved in crime.

Within the area of adjudication, efforts were continued and will continue to address the need for specialized prosecutors and defenders to facilitate appropriate disposition of cases and expedite their movement through the judicial process. The development of specialized courts to address the needs of dual-diagnosed and mentally ill offenders will be encouraged, as will the proposal and implementation of innovative pre-trial diversion projects.

The Office of Criminal Justice Programs will continue to work collaboratively with the Tennessee Department of Correction (TDOC) to identify priority projects for funding, with recognition and sensitivity to the needs of offenders with specialized treatment needs.

Within the area of information systems and technological improvements, our challenge has been and continues to be the integration of systems information to facilitate shared access to information and implement a system of truly integrated criminal justice records.

Tennessee established as its primary goal for criminal justice records improvement to improve criminal justice records through the development of increased use of technology. Objectives supporting this goal include the improvement of the quality of arrest, disposition, and general crime information reported in the state repositories, increasing the quality of state criminal history records arrest and disposition information through more thorough information reported to the state criminal history repository, the development of a statewide automated digitized booking system with all sheriff and police departments and the Tennessee Bureau of Investigation (TBI), and the establishment of a reporting system compatible with the TBI and FBI. Additional objectives include collaboration among agencies and improved coordination of funding by various organizations to criminal justice information systems technology in the city, county, district, and state levels.

Each of these objectives and activities represents an essential element in building a multi-level and integrated criminal justice information infrastructure in Tennessee. Furthermore, each of these elements extends along a continuum that progresses toward increased system and component effectiveness. Tennessee has moved that continuum, but we are by no means finished.

4 Priority Issues & Program Responses

The current array of priorities and program responses continues in this 2001 Update to the Multi-Year 2000-2002 Strategy for the Byrne program in Tennessee. Our current priority issues continue to be viable milestones for setting our direction and gauging our progress for the immediate future. The Office of Criminal Justice Programs and its local practitioner partners will define and refine new strategic thrusts and new essential elements in solicitations for projects this year within our current program descriptions. As the Office of Criminal Justice Programs continues implementation of the new strategy development and update processes, refinement of the methodology for defining priority issues and program responses will occur.

We present the six priority areas established by the Office of Criminal Justice Programs in the pages that follow. Each priority area briefly discusses the goals, progress towards goals, and accomplishments intended for next year. We address the priorities in these six areas: offender apprehension, court support, offender rehabilitation, victim advocacy, community-based services, and criminal justice records improvement.

Priority: Offender Apprehension

1. Multi-Jurisdictional Drug and Violent Crime Task Forces

Goals: Tennessee established as its goal in the program area of Multi-Jurisdictional Drug and Violent Crime Task Forces to enhance, through jointly controlled operations, the ability of federal, state, and local criminal justice agencies to remove specifically targeted mid and upper level narcotics trafficking conspiracies through investigation, arrest, prosecution and conviction.

Progress Toward Goals: The Office of Criminal Justice Programs continued support during the past fiscal year to twenty-five (25) Multi-Jurisdictional Drug and Violent Crime Task Forces. Based on information received from Task Force Semi-Annual Reports, combined efforts of all participants resulted in the following seizures occurring during the 1999/2000 fiscal year: 13,943 grams of powder cocaine; 3,777 grams of rock cocaine; 3,432 grams of methamphetamine; 4,056 pounds of processed marijuana; destruction of 8,501 marijuana plants; and, 2,595 grams of other illegal substances. Additionally, a combined total of \$2,921,804 in program income was generated from asset forfeitures and seizures, and 1,226 convictions on drug offenses resulted from Task Force initiatives.

Program Accomplishments Anticipated for Next Year: Continuation funds issued for Multi-Jurisdictional Drug and Violent Crime Task Forces will support the location and eradication of illegal drugs in addition to prosecuting those responsible for their manufacture, distribution and proliferation. The Office of Criminal Justice Programs will work with regional District

Attorneys and the directors of regional Task Forces to analyze results of a recently completed evaluation of Task Force activities, and utilize this information to empower regional Task Forces to function more efficiently and effectively.

2. Response to Gang Activities

Goals: Tennessee established as its primary goal in this program area the education of young children on the dangers of gang activities and associations, the enhancement of self-concept and decision-making skills in young children, and the provision of positive alternative activities in which children may engage.

Progress Toward Goals: Three sub-grants were issued to state and local law enforcement agencies in this program area during the past fiscal year. These grants supported local gang resistance initiatives, provided additional police surveillance in areas of a city where gang related crimes are known to be prevalent, and provided personnel and/or equipment to facilitate communication among law enforcement personnel regarding gang-related crimes and activities. Over one thousand (1,000) students were provided with anti-gang presentations across the state last fiscal year, expanding and continuing implementation of the G.R.E.A.T. model of intervention. Additionally, specialized gang intervention training was provided to law enforcement personnel.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to work with the Tennessee Bureau of Investigation (TBI) and local law enforcement agencies to identify issues related to gang-related crimes, facilitate interagency communication and apprehension efforts, and prosecute those responsible for gang-related crimes. Additionally, prevention resources will be funded to discourage youth from gang involvement

Priority: Court Support

3. Pre-trial Service Delivery

Goals: The goal of the Pre-Trial Service Delivery Program was to provide resources that enable the court system to function more effectively and efficiently. An objective in support of this goal is the diversion of less serious offenders to intermediate sanctions through providing resources for this purpose to public defenders and prosecutors.

Progress Toward Goals: The Office of Criminal Justice Programs funded within the last fiscal year a wide array of projects within the program area of Pre-Trial Service Delivery. These projects included Victim/Offender Reconciliation projects, charge screen projects, specialized training for judges, financial support to Drug Courts, foreign language interpreters, and funds to support the development of a statewide standard reporting system for the General Sessions Courts to use in case filing and disposition data. As reported in Tennessee's recent Annual Report, the number of pre-trial service projects increased by 42% versus the goal of 25%. The number of individuals entering newly organized programs increased 34% versus a goal of 25%.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs plans to continue to support projects designed to divert less serious offenders from full involvement in the criminal justice process. Also to be continued will be support for specialized public defenders and the provision of mental health, dual diagnosis, and drug courts to serve the needs of offenders with specific treatment needs. Additional projects may provide support for courts in facilitating communication with non-English speaking clients through the provision of foreign language interpreters, support research and studies designed to identify methods and means of improving the function of the Tennessee court system, and support specialized training initiatives for judges and court support staff.

4. Special Prosecution Services

Goals: The goal for this program area was to improve the criminal justice system's response to child abuse, domestic violence and drugs/violent crime through funding various strategies including early case preparation, vertical prosecution and specialized training.

Progress Toward Goals: The Office of Criminal Justice Programs funded a total of six (6) projects in this program area last fiscal year, five of which either established or supported the efforts of specialized drug, child abuse, or domestic violence prosecutors. Additionally, a new grant was issued to the Tennessee District Attorneys General Conference to establish a training coordinator within the conference.

Program Accomplishments Anticipated for Next Year: The provision of specialized training to enhance the professional capabilities of regional prosecutors and support staff will be continued as will continuation funds to support special prosecutors and staff to address the needs of specialized cases such as domestic violence, child abuse and narcotics prosecutions.

Priority: Offender Rehabilitation

5. Correctional Treatment

Goals: The goal established for this program area was to establish a continuum of substance abuse treatment modalities for offenders through the solicitation of competitive proposals to augment existing Drug Court or RSAT funded initiatives. The goal was to fund 4 such projects.

Progress Toward Goals: The Office of Criminal Justice Programs provided continuation funds to five (5) RSAT projects during the past fiscal year and provided continuation or new funds through the Edward Byrne Memorial Grant to seven (7) projects designed to implement or develop a continuum of care for dual diagnosed or substance abusing offenders.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue the provision of support to projects that facilitate a continuum of care for mentally ill, dually diagnosed, and substance abusing offenders including the establishment and continuation of Mental Health Courts, Drug Courts, Dual Diagnosis Courts, intensive residential and outpatient substance abuse and mental health treatment, and the provision of quality diversion and aftercare services to offenders with specialized treatment needs.

6. Prison/Jail Industries

Goals: The goal in this program area was to provide a multi-faceted trade and personal skills approach to qualified offenders, to train offenders in marketable job and employment skills, and to place offenders in training related positions.

Progress Toward Goals: The Office of Criminal Justice Programs funded three projects in this program area during the last fiscal year including a project in Shelby County that received national acclaim for excellence. Program graduates developed marketable job skills and most offenders were able to secure jobs in applicable areas upon release from incarceration. There was an increase in active and continuous employment for offenders completing this program following release into the community and the rate of re-arrest and recidivism declined.

Program Accomplishments Anticipated for Next Year: The Office of criminal Justice Programs will continue the provision of funds to eligible applicants and will explore methods to model future projects after the highly acclaimed Shelby County model of vocational intervention and training.

Priority: Victim Advocacy

7. Domestic/Family Violence Training Program

Goals: The goal established for this program area was to provide education and/or training for police officers involved in all stages of family/domestic violence case investigation; to provide training for prosecutors for better preparation and prosecution of family/domestic violence; and to provide training to victim witness coordinators who provide liaison services between victim/witnesses and district attorneys general during all stages of the legal process.

Progress Toward Goals: An instructor was funded at the Tennessee Law Enforcement Training Academy (TLETA) whose function was to provide specialized training to law enforcement officers on investigation and intervention in domestic violence cases. Additional training was provided to prosecutors and/or victim witnesses in three regions of the state; collaborative funding with the STOP Violence Against Women (VAWA) grant and the Victims of Crime Act (VOCA) grant ensured the provision of specialized prosecutors to districts in need of these services.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to provide specialized training to prosecutors, victim witnesses, and law enforcement personnel regarding domestic violence investigation and prosecution and will continue to utilize and explore collaborative funding to enhance the development and implementation of specialized domestic violence law enforcement personnel and victim advocates.

8. Victim/Witness Program

Goals: The goal established for this program area was to increase comprehensive coordinated services to victims/witnesses; to provide early intervention, court information, and advocacy

to victims; to provide continuing education for victims and potential victims; to insure proper victim notification, trial information, and referrals; notify 100% of victims within 72 hours release of an offender; achieve a 25% increase in conviction rates and 10% increase in victims assisted.

Progress Toward Goals: During the past fiscal year, the Office of Criminal Justice Programs provided approximately \$750,000 in Byrne continuation funds to the District Attorneys General Conference to support the Victim Witness Program. Collaborative funding through federal and state resources has enabled Tennessee to approximate the ratio of one (1) Victim Witness Coordinator to every three (3) District Attorneys General as recommended by the National Organization of Victim Advocacy (NOVA). The notification of victims with 72 hours of release of an offender was accomplished in 95% of the cases versus a goal of 90%. The number of victims/witnesses assisted through this initiative increased over 20% when the goal was 10%. An increase of 21% in conviction rate was achieved in cases where victim services were provided.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to support the transition toward full implementation of the Victims Bill of Rights by funding persistent gaps in resources within law enforcement and prosecution. Collaborative funding with the Victims of Crime Act (VOCA) grant and allocated state resources will be used to augment and complement current program efforts.

Priority: Community-Based Services

9. Community Crime Prevention

Goals: The goal established for this program area was to assist, encourage and support neighborhood and community based crime prevention and control through citizen led and assisted initiatives. Strategies included community policing initiatives, crime prevention programs, and support of school resource officers.

Progress Toward Goals: The Office of Criminal Justice Programs funded an array of projects in this program area during the past fiscal year including school resource officers, neighborhood crime prevention initiatives, early childhood intervention projects, and youth diversion projects. There was a reported decrease of approximately 17% in assaults and vandalism in locations where school resource officers were located. Communities with additional specialized patrol officers evidenced a decline in crime of approximately 23%.

Program Accomplishments Anticipated for Next Year: The Office of Criminal Justice Programs will continue to support initiatives designed to prevent youth involvement in crime and gang activities and will also continue support to neighborhood initiatives designed to empower citizens to take an active leadership role in protecting and advocating for the safety of their own communities.

Priority: Criminal Justice Records Improvement

10. Criminal Justice Information Systems

Goals: The goal established for this program area was to improve criminal justice records through the development of increased use of technology and sharing criminal justice information through criminal justice system integration and improvement.

Progress Toward Goals: Through collaborative funding with the National Criminal History Improvement Program (NCHIP) grant and the Edward Byrne Memorial Grant, Tennessee established and implemented over the last five years the Tennessee Incident Based Reporting System (TIBRS). The TIBRS system was designed to establish within the Tennessee Bureau of Investigation a central repository for criminal history records information. This program was certified by the Federal Bureau of Investigation (FBI) as compliant with the National Incident Based Reporting System (NIBRS) in 1998. A combination of state-appropriated funds, NCHIP funds, and Byrne funds have been used to purchase equipment for local law enforcement agencies to enable them to comply with TIBRS submission and certification. Additionally, training was provided to over 1500 law enforcement personnel last year regarding the TIBRS system and elements of reporting compliance.

Program Accomplishments Anticipated for Next Year: Under the leadership of the Criminal Justice Records Improvement Task Force, the Office of Criminal Justice Programs will continue to work collaboratively with all involved parties to achieve progress toward the development and implementation of an integrated and automated system of criminal history records. Additional funds will be appropriated to local law enforcement agencies so that needed equipment may be purchased to ensure compliance with TIBRS reporting requirements and facilitate information sharing.

5 Evaluation Plan Update

Our 2000-2002 Strategy described OCJP's evaluation design, which assumes that we manage state criminal justice programs best by evaluating local *project* performance. That is, the success of Tennessee's Byrne programs depends primarily on how well local projects meet local needs. External evaluation projects are important for point-in-time understanding, but they cannot be as effective for decision-making over the long-term as a continuous flow of data from local efforts can be. Therefore, OCJP is building a "grassroots" system for ongoing evaluation in the future. That system will depend on funded projects operating from self-interest to delineate their intended results clearly, to gather performance data routinely throughout project implementation, to use it for internal improvements and to report it for OCJP analysis. (See 'The Central Role of "Logic Models" for Tennessee,' below.) Right now, we are measuring performance and impact in two ways: by supporting an external evaluation of our most critical program, and by building the capacity of Byrne projects to collect their own performance data and report their project outcomes for Byrne program impact analysis.

External Evaluation: The Multi-Jurisdictional Drug and Violent Crime Task Force Program is Tennessee's largest Byrne program, encompassing more than 35 percent of Tennessee's Byrne-grant funded projects. It has been OCJP's most immediate evaluation priority over the last few years. An independent contractor has recently finished a major external evaluation of the program, conducted under contract to OCJP. The evaluation analyzed processes and examined some DTF impacts. The information we learned from this evaluation effort alone assures that a huge portion of OCJP's Byrne grants have been subject to rigorous evaluation in 2000 - 2001. The evaluation identified opportunities for fine-tuning project design, for leadership intervention, and for future MJTF implementation by state and local agencies. The evaluation offered recommendations ranging from actions for immediate consideration to enhancements that could make a difference. OCJP's next task is to obtain reactions to these recommendations from the task forces themselves and move forward in implementation of recommendations.

The Central Role of "Logic Models" for Tennessee Evaluation

Ideally, evaluation should be built in from the beginning of a planning cycle. As new program initiatives are undertaken in Tennessee that will occur. But for now, OCJP is enhancing the evaluation cycle in mid-stream – by ensuring that existing sub-recipients are capable of identifying their important performance outputs and intended results, and that they are capturing and reporting data to OCJP. We began this intervention by investing considerable time and effort in assisting first STOP sub-grantees, then VOCA sub-grantees to understand and develop logic models for their projects. OCJP is using that experience as a model process; we are applying it to a select group of Byrne sub-recipients (i.e., drug court projects, correctional treatment projects, and prosecutors' victim assistance projects). We are

establishing OCJP's position on evaluation data reporting now, among existing sub-recipients, so that we can insist on it later with applicants for new programs.

Rationale of the Evaluation Plan

Program Logic and Performance Analysis

OCJP has been advising potential applicants that we will be requiring future Byrne applications – where new money is available, and in program areas where performance outputs are measurable (e.g., offender rehab and treatment, apprehension) – to be stated in clear descriptions of the proposed project's purpose and intended results. In order to help potential sub-recipients become ready to meet these requirements in 2002, OCJP is using the 2000-01 project year to phase in technical assistance for Byrne sub-recipients in the design of proper logic models and the collection of evaluative data. We are “migrating” into the Byrne arena the lessons we learned from our technical assistance for sub-recipients of the STOP and VOCA programs. We are concentrating on performance measures and outcomes at the same time that we are continuing other evaluation methodologies.

These sessions not only are helping the sub-recipients clarify their logic models, they are also helping OCJP define appropriate and acceptable performance measures for projects of the type engaged in the technical assistance. That, in turn, will help us prepare logic-model program designs and evaluation-oriented solicitations for future planning and award cycles. Those solicitations will require sub-recipients to report performance data on preset measures to OCJP by the annual reporting period ending the 2002 project year.

Evaluation Staffing and Funding for Evaluation

Capacity Building at the Office of Criminal Justice Programs

Evaluation processes imposed unilaterally by the state cannot be as effective as we want them to be. However, our experience at OCJP is that sub-recipients will willingly gather and report performance data if they see the data as valuable for leading and managing their *own* performance. Therefore, in '00 OCJP began a self-assessment and logic model re-structuring of *its own* operations, in order to demonstrate our commitment to this process (and to learn the process ourselves). Working with a non-profit facilitator, OCJP analyzed its mission, vision and values; its goals and measures of success; its work processes and workloads; and its staff functions as both grants managers and resource planners. That process prepared us to share the evaluation design with our criminal justice system partners:

- First, OCJP clarified the planning and evaluation demands spelled out in our Statewide Strategy for 2000-2002. We examined the Strategy closely with staff. We scripted presentations to our partners and worked out roles and responsibilities. We developed our own OCJP Logic Model.

- Next, we integrated the new, strategic business model into our daily routines. While we absorbed the planning changes we maintained our grants management responsibilities. We analyzed our grant solicitation and award processes, just as we re-examined our grants management processes. We thoroughly scrutinized our workloads and workflows. We re-organized around the new model's functional demands; we re-designed work assignments; and trained staff to fulfill their new functions.
- We have begun orienting our criminal justice system partners to the changes happening at OCJP. We are preparing ourselves to facilitate the first cycle of sub-recipient technical assistance sessions and we have selected and recruited the participants for the technical assistance sessions this year. We are developing materials for these sessions and scheduling the sites. We are developing the technological tools we will need for performance reporting and project evaluation, by converting the manual reporting process to one supported on the OCJP Internet web site.

All these tasks represent major changes in our operating environment, and none are insignificant. We are solving problems as they develop.

The non-profit evaluation and performance management contractor we are using, Performance Vistas, facilitates technical assistance sessions for volunteer sub-recipients with OCJP staff. OCJP's approach combines the expertise of this outside evaluator with a participatory process for ongoing program management and continuous performance improvement. In addition to supplying OCJP with the data we need to evaluate the quality and outcomes of grant-funded activities, facilitated self-evaluation is designed to help grantees:

- Forge stronger community partnerships with allied agencies;
- Enhance their ability to gain public support and additional funding;
- Equip them with the tools, data and experience they will need to manage their operations, improve their work processes, and demonstrate their accountability over the long term.

Evaluation Methodologies

OCJP program managers continue to conduct, at a minimum, a review of all Byrne-funded projects yearly to gather needed program information. On site-visits are made to a selection of projects, and each OCJP Program receives a performance review based on semi-annual performance data each year. Other OCJP evaluative efforts also continue (e.g., site-visits, frequent telecommunications, statewide meetings, and exchange of correspondence) for most programs. The Tennessee Office of Program Accountability Review continues to conduct additional program and fiscal evaluations, under the direction of OCJP program managers.

We are offering technical assistance to select projects' managers. We expect the improvements to "cascade" through other projects. With technical assistance from the contractor and OCJP program managers, grantees define their intervention goals and measures of success, conduct agency self-assessments of work processes and performance, and develop plans for collecting data to evaluate their impacts on their clients and their communities. We apply "classroom" work to real world issues and case studies, and we follow up with

assignments back in the projects' operations. Evaluators support the grantees by telephone and on site as the grantees gather the data needed for their own unique approaches. OCJP program managers work as the evaluators' partners throughout the process, to build their own evaluation and technical assistance expertise – and to gather workload information for managing the system.

The technical assistance and training for grantees' managers targets two basic forms of program management and quality assurance: performance monitoring and evaluation planning. The technical assistance organizes grantee agencies' goal setting, supports the grantees' performance self-assessments, and assists as they plan measures of program success and data collection procedures. As grantees become ready, OCJP and the evaluator assist in collecting and analyzing effectiveness and outcome data. Our process takes the best we have learned from sessions last year, and adjusts it for the Byrne projects. The process has been scheduled around several tasks:

- Planning began in August. By November we had recruited nearly 30 sub-recipients.
- This spring we will conduct three sessions on logic models for their projects.
- We are preparing automated data gathering and reporting tools, to make use of the OCJP web site for easing the task of reporting and of applying for future awards.
- This summer we will focus on data capture, to help sub-recipients develop better devices for capturing performance data for themselves and OCJP.
- Next fall we will assist the participants to submit their data to OCJP over the web.
- After that, we will include all those projects that generate performance data.

Byrne funding and evaluation requirements provide us with the catalyst for building knowledge about what works, and for applying that knowledge over the long term for the benefit of Tennessee's own criminal justice system. OCJP's evaluation design and technical assistance sessions make it happen in Tennessee.

OCJP's Byrne Program Evaluation Design

Program Title	# Project s	Purpose Area	Evaluators	Intended Outcomes	Evaluation Methodology
Multi-Jurisdictional Drug & Violent Crime Task Forces	32	2	OCJP, Correctional Counseling Inc., Reports, Self-evaluation	Minimize violent crime and the use, production and transportation of illegal drugs via integration of federal, state, and local drug enforcement agencies and prosecutors	Semi-Annual Reports, Surveys, On-site Monitoring, Annual Self-Evaluation Reports, Contracted Process and Impact Evaluation.
Correctional Treatment	8	11	OCJP, Self-evaluation	Reduce recidivism by treating adult and juvenile substance abusers	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Response to Gang Activity	5	24	OCJP	Facilitate law enforcement & prevention programs that relate to gangs or youth at risk of gang involvement. Reduce the incidences of arson via prevention & control techniques	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Domestic & Family Violence Training Programs	7	18	OCJP	Educate communities in the area of domestic and family violence, including abused children and the elderly	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Community Crime Prevention	12	4	OCJP	Reduce the incidence of crime in the community by supplementing local law enforcement with additional officers and equipment	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Criminal Justice Information Systems	12	15B	OCJP, TBI, Self-evaluation	Equip, collect, and submit criminal history records to the TBI on a timely and accurate basis	Semi-Annual Reports, Annual Self-evaluation Reports, TBI Statistics, On-site Monitoring
Pre-Trial Service Delivery	8	10	OCJP	Expedite violent crime and drug cases in court by the use of attorneys specifically assigned to screen and prioritize adjudication efforts	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Victim/ Witness Services	3	14	OCJP	Provide support and assistance to witnesses and jurors experiencing stress or needing protection or assurance	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Special Prosecution	6	21	OCJP	Expedite adjudication of violent crime and drug cases by facilitating the assignment of specialized prosecutors	Semi-Annual Reports, Annual Self-evaluation Reports, On-site Monitoring
Prison/ Jail Industries	2	12	OCJP	Provide prison industry projects for the purpose of assisting inmates to develop skills they can use upon release which increases their potential to remain crime-free	Semi-Annual Reports, Annual Self-evaluation Reports
TOTAL	95				

Appendix **OCJP Statewide Criminal Justice Executive Advisory Committee** **Member Organizations**

TN Administrative Office of the Courts TN Alcoholic Beverage Commission TN Association of Chiefs of Police TN Association of Legal Services TN Attorney General's Office TN Board of Probation and Parole Tennessee Bureau of Investigation TN Commission on Children & Youth TN Department of Children's Services TN Department of Correction TN Department of Education TN Dept. of Finance & Administration TN Department of Health TN Department of Human Services TN Department of Safety TN Dept. Mental Health and Mental Retardation	TN District Attorneys General Conference TN Military Department TN Narcotics Officer's Association TN Public Defenders Conference TN Sheriffs' Association TN Supreme Court TN Task Force against Domestic Violence/TN Coalition Against Sexual Assault U. S. Drug Enforcement Administration U. S. Federal Bureau of Investigation U. S. Attorney's Office – East, Middle, West Tennessee U. S. Bureau of Alcohol, Tobacco & Firearms
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